IMPROVING MORALE AND QUALITY OF LIFE

The military Services have taken steps in recent years to improve their force management tools, respond to quality of life concerns within the force, and recognize the changing demands that today's military missions place on the troops. These many initiatives have addressed important concerns among the workforce but have been limited by the laws and policies constraining the management of today's forces and without a perspective of future force needs and requirements. The job is not yet complete and what is most needed is a more integrated, comprehensive approach that transforms the Department's management of its human resources. Such an approach will help to ensure military morale and a high quality of life for the Department's entire workforce. It will require the coordinated efforts of OSD and the Services. This document identifies the OSD lead who will work with its Service counterparts on each issue.

Key Issues

- 1. Leadership
- 2. Force Management
- 3. Workplace
- 4. Personnel and Family Support

1. LEADERSHIP

"Nothing would be better for morale than clarity and focus from the commander-in chief." President Bush has consistently emphasized this top-down leadership theme of renewing the bond of trust between the presidency and the American military. His pledge of support to our men and women in uniform has conveyed a message of nobility and the inherent value associated with military service. Such ideas are important not only for the dedicated members of our Armed Forces and their families but also for the American public. These fundamental themes must be reflected throughout the entire chain of command, reinforced through consistency of words and actions, and applied to the Total Force—active and reserve military, civilians and contractors. The desired outcomes and benefits of this consistent leadership message will be enhanced morale and esprit de corps, improved recruiting and retention, and enhanced support of the American people for the Administration's defense objectives. At the same time, the Administration can take actions to strengthen the leadership within the Department of Defense. Deployments, training exercises, and humanitarian missions have both positive and negative effects on service members and their families. On the one hand, members take pride in accomplishing tough but important missions; they expect challenges and accept personal sacrifice for a greater purpose. On the other hand, missions without apparent purpose, particularly when they are repetitive and fall unequally on different groups of personnel, can badly damage morale and, ultimately, retention. Equity, fairness, and judicious application of our forces will reap dividends for the Nation in the form of ready units with high morale.

			Action	OSD
Initiative	Priority	Cost	Category	Lead
1.1 Communicate Nobility and Value of Military Service. The profession of arms				
is a noble calling, not just another job. However, the mission of today's military and				
its importance to the nation are not well understood by the American public. Given				
our active role in responding to global demands, it is incumbent on the leadership—				
from the President down to the local commanders and even our elected officials—to				
effectively explain the value and validity of committing our military forces. Likewise,				
we must ensure that we respect and value our service members by employing them				
judiciously, providing them meaningful training, and recognizing their courage,				
idealism, and effort.				
• 1.1.1 Reinforce Mission Relevance. The Administration should find	High	\$0	Policy	SecDef

Cost: \$0 represents limited, if any, costs, \$ is millions of dollars, \$\$ is tens of \$M, \$\$\$ is hundreds of \$M, and \$\$\$\$ is \$B.

opportunities to recognize service members' contributions to ongoing operations, reinforcing the relevance and importance of these missions. Similarly, military leaders at all levels should frequently reinforce why troops are doing what they are doing and how their mission supports broad national purposes.

- 1.1.2 Provide Tangible Recognition. The Administration can also send a strong message to deployed service members by supporting some special recognition of the value of the contributions they make and the personal costs they may bear while on deployments.
 - ➤ 1.1.2.1 Develop programs to recognize deployed members, such as favorable tax benefits.

1.2 Engage American Public. The American public has high confidence in the military as an institution. However, such perceptions do not necessarily translate into a national understanding of the military's roles and missions or a strong willingness of youth to consider military service. Consequently, the Defense Department must make a conscious effort to educate the public on national security needs and importance.

- 1.2.1 Direct all Administration leaders to speak about the value of public service and the Defense leaders to speak about the value of the mission of DoD.
- 1.2.2 Implement recruit advertising programs that emphasize patriotism and values.
- 1.2.3 Expand citizenship and community outreach programs to increase
 military presence and emphasize patriotism and military values; these
 programs include JROTC, Civil Air Patrol, National Guard ChalleNGe,
 tutoring, coaching, soldier-to-teacher, guest speakers, and home town visits.

High \$\$\$ Program P&R

High \$0 Policy SecDef

Med \$\$ Program P&R

Med \$\$ Program P&R

1.3 Reinforce Integrity Throughout Chain of Command. Integrity begins at the top of an organization and permeates down through the ranks. The President and SecDef must demand and expect only the most exemplary behavior from their leaders. Operationally, integrity is demonstrated through consistency of words and deeds. Through face-to-face communication, the leadership should emphasize the President's values, his insistence on integrity, and his belief in the value of the force and the Secretary's commitment to focus on mission.

•	1.3.1 Insist on high standards of integrity for civilian and uniformed leaders,
	throughout the chain of command.

1.3.2 Make and keep realistic commitments. Deployment and other
operational tempo promises have often been made and then abandoned. The
message from and actions of our leadership must be core-value based and
consistent; this must permeate our structure from high-level deployment
commitments to integrity in reporting readiness and maintenance needs.

1.4 Improve Command Climate. The commander sets the command climate. High rates of turnover among commanders and staff officers at all levels contribute to an atmosphere of turbulence and instability in military organizations. Further, in key policy jobs, relatively rapid turnover among general officers impedes the sustained effort often required to achieve significant policy change. The emphasis is on development of personnel rather than policy attainment. The chain of command must strive to keep military service challenging and satisfying. Command climate is improved when leaders convey vision and purpose, set clear specific goals, and lead from appropriate sets of values. Taking prudent risk should be valued; care and concern for troops is paramount; empowering subordinates pays dividends; teamwork and trust are essential; predictability in schedules and deployments are to be sought. Active mentoring of junior officer and enlisted personnel should instill and reinforce these qualities.

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7 May 01

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•	1.4.1 Increase stability and tenure for senior officers and commanders to	Med	\$0	Policy	P&R
	allow for follow-through on commander initiatives and effective mentoring,				
	e.g., increase tenure of O-5 command tours.				
•	1.4.2 Direct services to reduce the zero-defect climate by reviewing and	High	\$0	Policy	P&R
	modifying their performance evaluation and promotion procedures.				

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2. FORCE MANAGEMENT

The Department of Defense is engaged in transforming military forces to meet the diverse challenges of the future strategic environment. In President Bush's words: "Eleven years after the Cold War, we are in a time of transition and testing. We're witnessing a revolution in the technology of war; power is increasingly defined not by size, but by mobility and swiftness. Advantage increasingly comes from information. Our goal is to move beyond marginal improvements to harness new technologies that will support a new strategy." Old approaches to personnel management are no longer viable. Critical to success is transformation of the personnel structure of the Total Force so that it meets the needs of the service and fulfills the aspirations of the members for productive careers. DoD's efforts to apply advanced technology to meet future defense challenges will require parallel efforts to apply the talents of its people in reshaping the force. DoD should implement the specific recommendations of the Defense Science Board and several other compensation review panels that focuses on establishing a strategic human resources plan encompassing all elements of the Total Force: active and reserve military, civilian, and private-sector personnel.

Initiative	Priority	Cost	Action Category	OSD Lead
2.1 Develop Human Resources Strategic Plan: During the past decade, the uses of all types of personnel have changed as the military has been asked to carry out new missions. Transformation of the force in terms of missions, doctrine, and equipment will necessitate a fundamental rethinking of a total human resource strategy. Without a new strategy, transformation can not achieve its full potential.				
 2.1.1 Develop a strategic plan that defines the roles of active and reserve military personnel, civilians, and contractor personnel and establishes principles of military and civilian personnel management in a transformed force. 	High	\$	Program	SecDef

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requirements in organizing, training, and equipping forces—consistent with the guidance and principles in the DoD plan.	8	4	1108	200201
2.2 Implement DoD personnel requirements: Work is evolving. Technological and organizational change and new military strategies point to different requirements for people and to new characteristics for the workforce. These will include enhanced skills and leadership capabilities. Specific requirements will differ across services, occupations, and commands.				
• 2.2.1 Broadly determine future personnel requirements in order to commence work on personnel management and compensation in the near-term.	High	\$	Program	P&R
 2.2.2 Design and implement a more detailed personnel requirements system consistent across the services and capable of mapping specific needs by skill and experience to the needs of a transformed force; specify requirements for all types of personnel. 	High	\$\$	Program	P&R
2.3 Design Flexible Career Management Systems: Current human resource				
practices do not match DoD's new strategies or the changing external demographic and				
economic forces. The challenge is to balance the needs of the military services and the				
expectations of workforce members for a productive and satisfying career.				
Fundamental changes are needed in accession, assignment, development, and career				
tenure policies for military personnel. Reform of DoD's business practices and support				
functions depends critically on a high-quality, productive civilian workforce.				
Currently, insufficient DoD control and excessive regulation prevent effective civilian				
personnel management and integration of the civilian workforce into total force				

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Page 6

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• 2.3.1 Propose revisions in the laws and policies that govern personnel

planning.

• 2.1.2 Direct each Service to develop a strategic plan, tailored to its specific

management to allow for greater flexibility (e.g., DOPMA, Goldwater-Nichols, and Defense Acquisition Workforce Improvement Act). In many ways, today's rules force the service member to make a premature decision to leave the military or discourage retention.

	2.3.1.1 Propose legislative changes and establish new DoD-wide policies and regulations that allow the Services to tailor officer and enlisted careers to their varying needs for experienced personnel.	High	\$	Program	P&R
	2.3.1.2 Grant regular commissions for all entering officers to stress continuing service.	High	\$0	Policy	P&R
•	2.3.2 Strengthen department-wide management of education and training of defense personnel. Restructure the education and training system to improve training quality and system performance, to reduce infrastructure, and to achieve efficiencies by leveraging technology.	Med	\$\$\$	Program	P&R
•	2.3.3 Transfer authority for the department's civilian workforce from the Director of the Office of Personnel Management to the Secretary of Defense.				
	2.3.3.1 Propose legislation to transfer civilian personnel management authority to DoD.	High	\$0	Policy	SecDef
	➤ 2.3.3.2 Develop and implement a new set of policies and programs to facilitate the hiring, development, and management of civilian personnel.	Med	\$\$	Program	P&R
	➤ 2.3.3.3 Streamline and accelerate the political appointment process.	Low	\$0	Policy	SecDef
•	2.3.4 Promulgate new reforms to facilitate Guard and Reserve career management practices, compensation, and benefits to facilitate seamless force integration and movement of individuals between active and reserve status (e.g., duty status, end strength management, promotion practices).	High	\$	Program	P&R

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 2.3.5 Revitalize human resources models and data. Build new and retool existing models that simulate the effects of changes in personnel policies on force inventories and costs. Construct appropriate databases and management information systems. 	Med	\$\$	Program	P&R
2.4 Redesign recruiting and accession strategies: The military services need to develop new active, reserve, and civilian recruiting and accession strategies as they struggle to meet goals, attract the people who will make a transformed force successful, and adapt to a dramatic increase in college attendance and private sector hiring practices.				
 2.4.1 Expand the active and reserve, officer and enlisted, applicant pools. 2.4.1.1 Pursue non-traditional recruit and accession markets such as greater use of the Internet, exploration of two-year community colleges, individuals who do not complete four-year universities, and underrepresented minorities (e.g., similar to the Army "College First" and "GED Plus" programs). 	Med	\$\$\$	Program	P&R
2.4.1.2 Rely on greater re-entry and lateral entry of experienced personnel.	Med	\$	Program	P&R
2.4.1.3 Use warrant officer entry status to attract and retain individuals with critical technical skills.	Med	\$	Program	P&R
2.4.1.4 Implement loan repayment programs to attract individuals who have completed their education in needed critical skills.	High	\$\$	Program	P&R
 2.4.2 Partner with the private sector to attract, manage, and transition individuals for occupations with critical shortages and limited supply (e.g., pilots, aviation mechanics, and air traffic controllers). 	High	\$	Program	P&R

2.5 Compensate workforce members satisfactorily: Compensation must be adequate to attract, retain, motivate, and separate personnel; to support an acceptable standard of living; and to be commensurate with members' increasing levels of education and responsibility. In the short-run, DoD should improve elements of the current pay structure. In the long run, it needs to redesign the compensation system to provide the needed management flexibility to better shape the force.

•	2.5.1 Reform the active-duty pay tables so that pay raises reward performance and rise with rank. Raise military pay for all members, and target grades that have fallen behind comparable civilian sector earnings.	High	\$\$\$\$	Program	P&R
•	2.5.2 Increase special and incentive pay budgets to target critical occupations in all components.	High	\$\$\$	Program	P&R
•	2.5.3 Modernize the military retirement system to include early vesting (before 20 years of service), matching contributions by DoD to the Thrift Savings Plan, portability of benefits at separation from service, and the recognition of careers of varying lengths.	High	\$	Program	P&R
•	2.5.4 For senior military and civilian positions, propose legislation to lift pay caps that result in pay compression and may discourage highly capable individuals from serving in positions of responsibility and leadership.	Low	\$	Program	P&R

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3. WORKPLACE

The infrastructure that supports operational missions, including logistics support and training facilities, is old and in poor shape. There is excess infrastructure, deteriorating facilities, and a substantial backlog of building maintenance and repair. The condition and readiness of the workplace infrastructure will worsen in the future as the Services attempt to spread limited construction and maintenance funds over the existing inventory of facilities, ranges, and utility systems. But this is more than an issue of excess capacity, it is also an issue of quality of facilities. In many cases, current facilities were designed for earlier generations of equipment. They have not been fully upgraded to the requirements for today's forces, much less suitable for addressing the emerging requirements of future forces. Maintaining an effective workplace, that allows our workforce to conduct their jobs efficiently and effectively, has a tremendous impact on morale and quality of work.

Initiative 3.1 Right-size and modernize infrastructure: Size the infrastructure to meet	Priority	Cost	Action Category	OSD Lead
operational, training, and support requirements.				
• 3.1.1 Identify core installations and facilities. Determine the size of required workplace infrastructure. Seek authority to close/eliminate excess facilities and installations, capitalizing on cross-Service utilization of facilities and joint operations and/or joint acquisition of goods and services. Properly resource necessary up-front investments needed to realize long-term gains, determine accounting mechanisms to provide incentives for aggressively pursuing this strategy, consider intermediate alternatives to an all-or-nothing approach (e.g., shared-use arrangements with private sector, lease-back operations).	High	\$\$\$\$	Program	AT&L
• 3.1.2 Partner with the private sector to reduce operational and maintenance (O&M) as well as modernization costs while improving efficiency and quality of life.	High	\$	Program	AT&L

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•	3.1.3 Ensure that the required infrastructure is modernized to provide safe,
	efficient, and quality working conditions. Address specific needs of the
	operational workplaces such as ships, hangars, maintenance bays, armories,
	etc. Ensure adequate working conditions, proper equipment and tools, and
	sufficient flow of repair material and spare parts.

3.2 Transform business processes: Identify and adopt business practices and processes to reduce infrastructure requirements, to reform the conduct of defense business, to streamline the number of personnel involved in support activities, and to ensure defense personnel have the material they need to do their work

• 3.2.1 Streamline support activities to foster more efficient use of existing material resources.

➤ 3.2.1.1 Introduce labor saving technologies	High	\$	Program	AT&L
➤ 3.2.1.2 Maximize use of private sector	High	\$	Program	AT&L
> 3.2.1.3 Implement logistics velocity management department-wide	High	\$	Program	AT&L
3.2.2 Introduce and require activity based costing (ABC) and capital	High	\$0	Policy	AT&L

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Program

AT&L

- 3.2.2 Introduce and require activity based costing (ABC) and capital
 investment based budgeting. The ability to effectively manage programs,
 including tracking of progress towards end-state goals, has been impeded by
 lack of accurate financial information. Life cycle costs and a longer time
 horizon will result in better and less expensive budget decisions for
 infrastructure management.
- **3.3 Improve worker quality of life**: Improve the working conditions and processes by reducing or eliminating excess paper work, reports, and inspections. Provide mechanisms, where appropriate, that allow the required work to be accomplished during alternative times and at alternative locations (e.g., telecommuting) while

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7 May 01 Page 11

increasing quality of life and maintaining or improving efficiency.

•	3.3.1 Reduce administrivia and unit inspections (e.g., eliminate	High	\$0	Policy	P&R
	PERSTEMPO rules and accounting).				
•	3.3.2 Develop alternative work schedules and locations.	Low	\$	Program	P&R

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4. PERSONNEL AND FAMILY SUPPORT

At the core of our military strength is the individual Service Member—the men and women in uniform, both active and reserve, who serve our nation. To be effective, members of the Armed Forces must be highly motivated, and a key element of motivation is their personal and family quality of life. President Bush described the need for improved personnel and family support in his speech at Fort Stewart: "We owe you and your families a decent quality of life. Problems, from low pay to poor housing, reach across our military and the result is predictable. This is not the way a great nation should reward courage and idealism. [Service members] deserve a military that treats them and their families with respect." As the rate of deployment and pace of work has increased, effective support has become more critical to quality of life in the military. With the increased usage of our reserve forces, similar quality of life concerns are also becoming major issues for the Reserve Component. Changing demographics, including the growth in dual-career and single-parent families, have increased the demand for childcare and other programs.

Initiative	Priority	Cost	Action Category	OSD Lead
4.1 Provide better housing sooner: The commitment to ensure adequate housing has not yet been met. Much of the military housing stock is substandard and still needs revitalization. Trying to meet housing needs with appropriated funds has not worked and DoD should focus on implementation of the Military Housing Privatization Initiative (PL 104-106).				
 4.1.1 Provide clear and accurate information about the benefit and the commitment to provide housing or allowances for adequate housing, based on a standard. 	High	\$0	Policy	P&R, AT&L
• 4.1.2 Accelerate the use of public/private ventures to complete the revitalization of military housing and other community facilities.	High	\$\$	Program	SecDef

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• 4.1.3 Establish analytical skills to evaluate alternative housing investment strategies and their financial arrangements. Oversight of housing programs involves complex relationships between housing market conditions, demographics, housing allowance rates, interest rates, capital markets, etc. Authorities for particular privatization efforts are exceptional complex (equity contributions vs. secondary loans). Services and OSD must develop and maintain this expertise (in-house, contractor support, or mix) to protect their interests in these 30-50 year agreements.	High	\$	Program	AT&L
• 4.1.4 Revise housing requirement determination process to focus reliance on the private sector as the primary source of housing for military members.	High	\$0	Policy	AT&L
 4.1.5 Resolve the difference between on- and off-base housing construction standards to provide consistent standards for programming and budgeting housing needs. 	High	\$\$\$	Program	P&R, AT&L
4.2 Continue to improve health benefit: New TRICARE benefits keep the promise of a comprehensive lifetime health benefit for military personnel and eliminate inequity. To minimize the drain on defense resources and ensure beneficiary needs are met, DoD must manage the benefit cost-effectively. Further, the current policy of enrolling the families of deployed Guard and reserve personnel in TRICARE disrupts continuity of care and is administratively unwieldy.				
• 4.2.1 Fully fund TRICARE.	High	\$\$\$\$	Program	P&R
• 4.2.2 Reorganize the military health system to strengthen medical management and ensure readiness.				
 4.2.2.1 Evaluate management structures for military medicine. Give Medical Treatment Facility (MTF) commanders and TRICARE 	High	\$0	Policy	SecDef

	organizations, and hold them accountable for measurable performance for all healthcare resources within their region.				
	➤ 4.2.2.2 Develop a local TRICARE management capability, strengthen incentives, and bring budgeting and information systems to private sector standards.	High	\$\$	Program	P&R
	➤ 4.2.2.3 Implement managed-care support contracts to reflect best practices and the services now obtained from civilian providers, and to ensure participation by civilian providers in all areas.	High	\$	Program	P&R
	4.2.3 Implement TRICARE for Life and TRICARE Prime Remote to ensure beneficiary needs are met at reasonable cost. Evaluate replacing TRICARE with comparable FEHBP benefits in remote areas, if feasible	Med	\$	Program	P&R
	4.2.4 Reimburse the health benefit for the families of deployed Guard and reserve personnel.	Med	\$\$	Program	P&R
number of growing are increase	pond to Changing Family Demographics in the Military: An increasing of service members have families. This includes dual career couples and a number of single parents. Additionally, service members and their families asingly better educated, with higher aspirations and expectations. The family structure is not designed to address these changing demographics.				
	4.3.1 Enhance opportunities for military spouses to find employment, develop rewarding careers, and add to their training and education.				
	➤ 4.3.1.1 Investigate agreements with private or public employers to increase spouse employment opportunities.	High	\$	Program	P&R
	➤ 4.3.1.2 Explore agreements with local governments or other	High	\$	Program	P&R

regional Lead Agents the responsibility and authority to manage their

professional organizations to provide certification and licensing waivers to military spouses.

4.3.1.3 Provide distance learning technologies and distance work

)	→ 4.3.1.3 Provide distance learning technologies and distance work facilities for military spouses.	Low	\$\$	Program	P&R
	3.3.2 Extend the child care system so that the domestic and overseas need is net, as appropriate, in child-development centers and family day care.				
)	→ 4.3.2.1 Reevaluate the adequacy of childcare opportunities, to include capacity and hours of care available.	High	\$\$\$	Program	P&R
)	4.3.2.2 Subsidize Family Child Care (FCC) at a rate comparable to that for centers, and review restrictions such as any limitation to providing family day care in civilian housing.	High	\$\$	Program	P&R
)	 4.3.2.3 Improve child caregiver pay to fill child development centers (CDCs) to capacity, particularly in locations overseas. 	High	\$\$\$	Program	P&R
• 4	3.3.3 Ensure that military children receive a high-quality education.				
,	 4.3.3.1 Reassess the funding level and allocation formula for Impact Aid. 	Med	\$\$	Program	P&R
	4.3.3.2 Fund and implement programs to coordinate installation partnerships with local school systems (e.g., the Army's educational liaison/ombudsman program) and to ease the problems of transitioning between school systems (e.g., the Air Force School Liaison Officers program and the Army Secondary Education Transition program).	Med	\$	Program	P&R

• 4.3.4 Strengthen the support networks for the families of active and reserve members who are deployed or on unaccompanied tours.

>	4.3.4.1 Provide facilities for family support, to include email and teleconferencing capabilities to communicate with deployed forces.	Med	\$\$	Program	P&R
>	4.3.4.2 Fund a family support capability to relieve the dependence upon uncompensated labor in the military community.	Med	\$\$	Program	P&R
improve "c major dissat process; mis	gn relocation process to incorporate commercial best practices and customer satisfaction": The current relocation experience is a source of tisfaction for service members—a complicated, fragmented, and inefficient sunderstanding of entitlements, substantial out-of-pocket expenses and ims; and uncertainty over housing options and its availability.				
sta sin	4.1 Streamline management and oversight of relocation process, establish undards and guidelines with benchmark performance metrics, clarify and implify entitlements, eliminate out-of-pocket expenses for service members, sure end-to-end individual case management.	High	\$\$	Program	P&R, AT&L, Comptroller
	ntee the right to vote: Service members and their spouses may be ged or disenfranchised from some state voting procedures.				
	5.1 Work with the states to modify registration and absentee voting ocedures that disadvantage military members and spouses.	Med	\$0	Policy	P&R
	5.2 Develop a program to assist military members and spouses to register, come informed about candidates and issues, and vote by absentee ballot.	Med	\$	Program	P&R
	5.3 Assure military practices, such as postmarking, are in compliance with the election laws.	Med	\$0	Policy	P&R